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ASIAN INSTITUTE OF
EDUCATIONAL PLANNING
AND ADMINISTRATION

EDUCATIONAL
PLANNING
IN A
DISTRICT

STATE
SEMINARS ON
EDUCATIONAL
PLANNING
&
ADMINISTRATION
1969 - 70

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1969-70**

**Educational Planning in a District
(A Discussion Paper)**

by

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**ASIAN INSTITUTE OF EDUCATIONAL
PLANNING & ADMINISTRATION
NEW DELHI**

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Educational Planning in a District

SOME POINTS FOR DISCUSSION

I. What is the role of district plans in a broad-based and decentralized system of educational planning (Paras 1-2) ?

II. What is the scope of district plans ?

To assist in better implementation of plans prepared at the State level ;

To plan in those areas where choices exist and decisions can be taken at the district level and, in particular, in the following fields :

- (a) Provision of facilities;
- (b) Non-teacher costs;
- (c) Work-experience and social service;
- (d) Programmes for non-student youth or adult education;
- (e) Education below university level;
- (f) Intensive utilization of existing facilities; and
- (g) Education and employment.

The scope of the district plans should be determined with reference to resources available and special needs and problems. What is important is successful implementation. It is better to have a modest plan and to implement it properly rather than to have an ambitious plan and to fail. (Paras 3-5)

III. What should be the authority to prepare district plans ? It should be the highest education officer of the district (by whatever name called) who should undertake the task in consultation with all the local authorities in the district (who may have been associated with education). Suitable arrangements for their training and guidance will have to be made (Paras 6-8).

IV. What is the data needed for educational planning at the district level ? This will have to be carefully adjusted to the scope of district plans and may include—

- (1) Educational statistics, especially the district statistics prescribed by the Ministry of Education;

- (2) Maps;
 - (3) Data relating to physical facilities; and
 - (4) Class-wise enrolments.
- (Paras 9-10)

- V. How should the locations of different categories of educational institutions be planned? What, for instance, should be the guiding criteria for planning the location of :—
- (1) Primary schools;
 - (2) Secondary schools;
 - (3) Vocational schools; and
 - (4) Colleges.
- (Paras 11-15)
- VI. How should the provision of physical facilities be planned? What arrangements can be made for their proper maintenance and for sharing of facilities? How can community support be enlisted for provision of physical facilities? (Paras 16-17)
- VII. How should non-teacher costs, especially student services, be planned? How can community support be obtained for these programmes? (Paras 18-23)
- VIII. How can programmes of work-experience, social service and adult education be planned? What programmes for non-student youth can the educational institutions develop? (Paras 24-26)
- IX. How can attempts be made, through district plans, to relate education to employment? (Para 27).
- X. How can experimentation, elasticity and dynamism be promoted through district and institutional plans? (Para 28)
- XI. What is the role of the district plans in matters falling within the scope of the state plans? How can district and state level plans be properly integrated? (Paras 29-34).
- XII. What are the institutional arrangements and supports needed for proper implementation of district plans? The scheme of school complexes or school and college complexes recommended by the Education Commission can be of considerable use in this respect. Similarly, the institutional plans can give a strong support, to the implementation of the district plans (Paras 35-36).
- XIII. How can teachers be involved in the formulation and implementation of district plans? (Para 37)
- XIV. What measures should be taken to evaluate and modify district plans from time to time? (Para 38)

Educational Planning in a District : An Exposition

I

OBJECT OF THE PAPER

1. Educational planning has to be done, in a coordinated fashion, at four levels at each of which important decisions are taken : National, State, district and institution. But at present, educational planning is done only at the national and state levels. It is therefore necessary to evolve the essential techniques and to initiate a process of planning at district and institutional levels. The problem of institutional planning has been dealt with in a separate paper earlier. The object of this Paper is therefore to deal with district planning only.

2. It may be pointed out that the idea of district planning is not quite new. Planning at the district level in all sectors, and especially in education, has been advocated for some time past. But very few district plans have been prepared in practice and even the theoretical aspects of the problem have not been examined adequately. It is therefore proposed, in this Paper, to make some concrete suggestions on the basis of which realistic district plans may be prepared and implemented. It is hoped that this will facilitate the initiation of the programme.

II

WHAT WILL THE DISTRICT PLANS INCLUDE?

3. In our educational system, certain matters are decided by the State Government and have to be uniform for the State as a whole, *e. g.*, salaries of teachers or curriculum. Obviously, there is little scope for planning in these fields at the district level and all that district plans can hope to do is to help in the better implementation of these programmes. District-level planning would, therefore, be mainly confined to those areas of educational activity where variations are permissible from district to district.

4. What will be the programmes to be included in the district plans as the basis of this criteria? The following educational programmes may be suggested in this context :

- (1) *Provision of facilities in educational institutions* : These will include buildings, laboratories, libraries, craft-sheds, school farms, playgrounds, teaching and learning materials, equipment and facilities required for games and sports and similar co-curricular activities.
- (2) *Non-teacher costs* : Recurring expenditure other than salaries of teachers also lends itself to planning at the district or institutional levels. In particular, such expenditure includes provision of essential student services like free textbooks, school uniforms, school meals, subsidised or free transport, etc.
- (3) *Work-experience and social service* : Programmes for the development of work-experience or social service need a close integration between the school and the community, a mobilisation of community resources and support for these programmes and their utilisation for meeting the felt and urgent needs of the community. These programmes are, therefore, better planned at the district and institutional levels.
- (4) *Programmes for non-student youth or adult education* : The utilisation of the resources of educational institutions is very often possible for developing programme of adult education or services for a non-student youth and leads to both economy and efficiency. This planning which requires emphasis on local interest, local initiative and local support is also better done at the district and institutional level.
- (5) *Levels of education* : If the different levels of education are to be taken into consideration, planning at the district level is feasible and efficient for all education below the university level—pre-primary, primary, secondary and vocational. Planning at the university level in general is best done at the state level, although the district plans have a useful contribution to make in determining the appropriate location for colleges.
- (6) *Utilisation of existing facilities* : Another aspect of planning at the district level which needs special attention is the utilisation of existing facilities. For instance, problems of unutilised buildings, classes run with less than optimum enrolment, equipment which is lying idle for a good deal of the time or rarely used, building up a proper relationship between the school and the community to the maximum advantage of both, sharing of rarer and most costly educational facilities and equipment etc. can best be dealt with and solved through planning at the district and institution levels.

- (7) *education and employment* : Finally, district plans can be a very useful instrument for matching education with employment. They can make a very useful contribution through studies of the manpower requirement or employment opportunities in the district and relating them to the planning of vocational education at the school stage.

5. It is not necessary to take up all these aspects of planning while preparing the first district plans. It may be desirable to prepare, in the first instance, a less ambitious but practicable plan, implement it successfully and then widen the scope of planning and bring in other educational parameters into consideration. It is, therefore, suggested that it should be a responsibility of the Director of Education in the State to guide the District Officers in this regard. After discussing the problem with them, the resources that could be raised locally and the special needs and problems of the district concerned, the Director of Education should help the District Inspector to decide the scope of his first educational plan for the district and the educational parameters it should include. In all such matters, it is better to remember the rather unusual motto : It is not low aim but failure that is a crime". A modest plan, carefully prepared and well implemented, is to be preferred to an ambitious plan, ill-prepared and badly implemented.

III

AUTHORITY TO PREPARE DISTRICT PLANS

6. *Machinery for Planning* : There are large variations at present, from state to State, in the roles assigned to local bodies in education. In urban areas for instance, municipalities have been associated with education in Andhra Pradesh (Andhra area only), Bihar, Gujarat (Bombay area only), Madhya Pradesh (Maha Kaushal area only), Madras (old Madras State area only), Maharashtra (excepting the Marathwada area), and Orissa (old Orissa Province area only). In the rural areas, the Panchayati Raj institutions have been introduced and placed in charge of education in all States except Jammu and Kashmir, Kerala, Madhya Pradesh, Mysore, Nagaland and Punjab. The method of association is also not uniform. The municipalities are generally in charge of primary education, but they can also undertake other educational activities at their discretion. The Panchayati Raj institutions have been entrusted with lower primary education in some States (e. g., West Bengal), with the whole of primary education in some others (Madras), and with both primary and secondary education in two States (Andhra Pradesh and Maharashtra). Authority over education has been delegated to the block level in some States (e. g., Rajasthan and Madras) and to the district level in some others (Maharashtra). Under this bewildering variety, it is obvious that

the authority which will take responsibility for planning at the district level, as well as the procedures adopted, will have to be made to suit the local conditions.

7. The following broad suggestions can, however, be made:—

(1) In States like Kerala or Punjab, where neither the Municipalities nor the Panchayati Raj institutions have any responsibilities in education, the problem assumes the simplest form. Here the initiative and responsibility in district planning will have to be taken by the top education officer in the district, by whatever name he be called (e. g., the District Education Officer or the District Inspector). It is, however, suggested that the State Governments may consider the desirability of creating an *ad hoc* Advisory Committee for educational planning in the district. The District Officer should be able to consult it in formulating and finalising his proposals.

(2) In States where local authorities have been entrusted with various categories of educational responsibility it would still be desirable to nominate a senior officer of the State Education Department, functioning at the district level to take initiative and responsibility for preparing the district educational plan. He will have naturally to consult in their respective fields, the different local authorities within the district who have some educational responsibilities. In such instances, therefore, the planning process will become more complicated and also a little dilatory because of the consultations involved with a number of local authorities. But the plans would also be richer because they will reflect, to a much greater extent, popular aspirations and demands. In all such cases also, it may be advisable to create an *ad hoc* Planning Committee at the district level on which the relevant local authorities having educational responsibility within the district would be properly represented and which the District Planning Officer may consult in formulating and finalising his plans.

8. *Training and Guidance* : It is also necessary to provide guidance to the District Officers who would be required to prepare educational plans. This guidance will be of two types. Firstly, it will include a preliminary orientation into the methodology of planning provided by a central organisation at the State level; and secondly, it will involve guidance in the solution of problems as they arise from time to time while the plans are being formulated. It will be necessary to create a suitable agency within the State Education Department to discharge both these functions. It is suggested that this may be the State Institute of Education which should give the

preliminary orientation to all District Officers in the preparation of these plans and also provide a continuous extension service to them until the plans are all ready. The District Officers, in their turn, will have to give a brief orientation to all their subordinate inspecting and administrative officers with whose cooperation alone can these plans be formulated.

IV

DATA AND MATERIALS

9. The next problem relates to the data and materials to be collected. In this context, the following suggestions have been made :—

(1) *Educational statistics* : The first step in the programme is to collect the relevant educational statistics. The Ministry of Education has prescribed a form for collection of district educational statistics—Form A-2. This was first introduced in the year 1964-65 and, in most States, data in this form is available for 1964-65 as well as 1965-66. Steps may be taken to fill the data for 1968-69 also. This will give comparable figures over a four-year period and thereby indicate the trends of development which are very useful in planning.

The Ministry of Education has also collected and published detailed educational statistics in the districts for the year 1960-61. These are now being collected for 1965-66. In some States, these statistics are available also for earlier years. For instance, in Maharashtra, they are available from 1950-51; in Andhra from 1957-58; etc. With a little special effort, these statistics could also be collected for 1968-69. These statistics give all the data that is needed for educational planning in the district, including trends of development under a large number of categories.

(2) *Maps* : Since an important part of planning is the proper location of educational institutions of different categories, it will be necessary to have carefully prepared maps for each block or tehsil or taluk in the district. These maps should show the existing location of educational institutions of different categories and the areas served by them. For convenience of planning and reference, it may be desirable to prepare separate maps for each category or a group of categories of institutions, e.g., there may be a map showing location of primary schools only or a map showing the location of primary, middle and secondary schools, etc.

(3) *Data relating to physical facilities and equipment* : Since an important part of the district plan will be to ensure the proper provision of physical facilities and equipment in educational institutions of all categories, it would be necessary to have detailed information, institution by institution, of the facilities and equipment that already exist and the additional things which are needed. This data will also be of use in preparing plans for sharing of equipment between neighbouring educational institutions.

(4) *Class-wise enrolments* : Since an important part of the district plan is to adjust staff to enrolments, to cut down over-sized classes and to fill additional enrolments in under-sized classes, it would be desirable to collect information, separately for each educational institution, giving class-wise enrolments and essential details of staff. Similarly, details of enrolment of girls and of children of scheduled castes and tribes, class by class and institution by institution, would also be necessary.

10. *Adjustment of Data to the Scope of Plans* : The data indicated above is comprehensive and will cover most objectives of district plans. In practice, however, not all this data need be collected for every plan and for some plans, even data not included here may be needed. An exercise to adjust the data to the objectives will therefore have to be made. Once the scope of the district plan is decided as suggested in para 5 earlier. On the basis of the indications given above, there should however not be much difficulty in determining what this data should be, how much of it is already available and what will have to be collected afresh. The necessary proformae should then be designed, printed and circulated to all educational institutions in the district and the data collected as quickly as possible. The relevant proformae for tabulation should also be designed and statistical tables prepared separately for each block or taluk or tehsil in the district and then consolidated for the district as a whole.

V

LOCATION OF EDUCATIONAL INSTITUTIONS

11. We shall now indicate briefly how the planning of individual sectors of educational activities included in the district plans should be carried out. The discussion may well begin with the problem of the location of educational institutions.

12. *Location of Primary (Lower and Higher) and General Secondary Schools* : The largest number of educational institutions in the district would

be lower primary, higher primary and secondary (high and higher) schools. The proper planning of their location should be regarded as an important aspect of planning at the district level. Since resources are very often wasted through the establishment of educational institutions which duplicate or overlap the efforts of one another, it may be desirable to include this aspect of planning in every district plan.

13. To determine the location of primary and secondary schools, it is necessary to lay down the criteria for the purpose. The Education Commission has suggested the following :—

- (1) A lower primary school teaching classes I-IV should be available within one mile from the home of every child.
- (2) A higher primary school teaching classes I-VII should be available within three miles of the walking distance from the home of every child.
- (3) A secondary school teaching classes VIII-X should be available within five to seven miles from the home of every child.
- (4) A higher secondary school should be available for a group of about four high schools.
- (5) A college should be so located that it will within five years of its establishment, be economic, i.e., have an enrolment of at least 400 or more.

These are only broad indications and the actual criteria will have to be defined in greater detail, in view of local conditions. It should be the responsibility of the State Government to broadly indicate the criteria to be adopted for the location of these and other categories of institutions. These would then be adopted to the local conditions in the district by the District Officers concerned under the general guidance of the Director of Education.

14. It would be desirable to show the existing and proposed educational institutions of different categories on block and district maps. These will show, very clearly, how the entire area is served by a minimum number of educational institutions each of which will tend to be economic and efficient and how overlapping and duplication has been avoided. The relevant Tables showing the position in the district before and after planning for each different category of educational institutions could also be prepared with advantage on the broad lines indicated in the first Educational Survey (1959).

15. *Location of Vocational Schools* : The location of vocational schools of various types—agricultural or industrial—can also be done advantageously on a district basis. This will need a close correlation between the plans of economic development of the district along with educational development plans.

VI

PROVISION OF FACILITIES IN EDUCATIONAL INSTITUTIONS

16. The next important item in which planning at the district or institutional level would be effective is the provision of facilities in educational institutions such as buildings, laboratories, libraries, craft-sheds, school-farms, playgrounds, teaching and learning materials, equipment and facilities required for games and sports and similar co-curricular activities. In this context, the first step will be to get full data about existing conditions, institution by institution, and to make a fairly rough inventory of the needs of each institution. For this purpose, the Education Department may have to prepare some norms of the facilities which should ordinarily be provided in educational institutions of a given category. This should be realistic and practicable and tuned to the present conditions. The norms may, and in fact should, be revised and upgraded every five years. On the basis of these norms, each institution can decide what it has and what it needs to have. An effort could then be made to improve the situation in every institution in one or other of the following ways :—

- (1) By organising school improvement conferences in which local community provides the necessary physical facilities as is being done in Tamil Nadu State;
- (2) By providing grants-in-aid, on a shared basis, to local communities to improve the existing facilities in their institutions;
- (3) By developing programmes for local manufacture of materials and equipment so that the costs are considerably reduced;
- (4) By devising programmes where facilities would be shared by groups of educational institutions in common; and
- (5) By raising voluntary contributions from the local communities or local cesses at the block or district levels or both, and by levying betterment funds in secondary schools for strengthening existing services or providing new ones.

17. One aspect which is generally neglected is the proper maintenance of premises and equipment in educational institutions. Buildings, even if well constructed, are often badly maintained. No effort is generally made to provide a school garden. The sanitary facilities, in most cases, are non-existent (this is especially so in rural areas). One of the programmes to be especially emphasised in planning of educational facilities at the district level is not only to ensure that the necessary facilities and equipment are provided, but to ensure that they are properly maintained and fully utilised. In this area, it is possible to introduce the idea of work-experience and involve teachers and students in the proper maintenance of the school plant. Apart from the obvious advantages of economy and efficiency, the programme will have sound educational advantages.

VII

NON-TEACHER COSTS ; STUDENT SERVICES

18. The programmes described in paragraphs 18 and 19 are mostly concerned with non-recurring expenditure. The usual experience is that popular contributions can be more easily raised for non-recurring expenditure than for recurring one : a village, for instance, may raise a contribution of Rs. 10,000 for a school building but may not be willing to pay even Rs. 100 per year towards its maintenance. These programmes are, therefore, comparatively easier to plan with the help of voluntary contributions of the local community which can also be stimulated through grants-in-aid on a sharing basis.

19. As an integral part of the district planning technique, however, it is necessary to gradually bring in the local community to share some part at least, of the recurring expenditure of the schools or other educational institutions. From this point of view, it is customary to divide the expenditure of an educational institution into two parts. The first part is that of teacher costs which include salaries of teachers, their allowances, retirement benefits, etc. These usually fall about 80 per cent (or even more) of the total expenditure of an educational institution and it may not be possible to introduce any sharing element in it. The other items of expenditure are generally known as non-teacher costs and it is with regard to them that some sharing arrangement with the local community is possible and desirable.

20. At the primary stage, for instance, where fees are not charged, the assistance of the local community may be enlisted for support of the following programmes among others :—

- (1) Maintenance of the school building and premises ;
- (2) Provision and maintenance of the school garden ;
- (3) Provision and maintenance of the play-grounds ;
- (4) Provision of a school farm ;
- (5) Provision and maintenance of equipment ;
- (6) Free supply of textbooks to poor and needy children ;
- (7) School meals ;
- (8) Provision of school uniform ;
- (9) Organisation of co-curricular activities like school social functions, celebration of festivals, excursions, school dramatics, etc.

21. The local support for these activities can be raised through voluntary contributions of the people and through contributions of the local village panchayats. Both these sources could be stimulated through a proper use of grants-in-aid from the district or state level.

22. At the secondary stage, it is possible to provide local community's support for similar programmes, either by raising voluntary contributions from the community or by levy of development fees.

23. The extent to which the local support will be available for programmes of the above type will vary from place to place. Institutional plans will, therefore, be of great use to secure the maximum support possible in a given local community. Besides, it should be a definite objective of the district plan to ensure that every local community stretches itself to the maximum to support its school programmes for the non-teacher costs indicated above.

VIII

WORK EXPERIENCE ; SOCIAL SERVICES ; PROGRAMMES FOR NON-STUDENT YOUTH ; AND ADULT EDUCATION

24. The first responsibility of an educational institution is obviously to its students and its resources, both human and material, have to be used, in the first instance, to meet the needs of its student population. But it is possible, by careful planning, to utilise these resources also for service to the local community, for non-student youth or even for adults. This is

especially necessary in a developing country where resources available for education are extremely limited. It should, therefore, be an objective of the district plans :—

- (1) To strive to bring the school and the community together in programmes of mutual service and support. (An emphasis on developing, in the schools, some programmes which will meet the felt and urgent needs of the community will naturally result in securing better community support to schools).
- (2) To develop programmes where educational institutions would try to provide some services—in education, games and sports, recreation and guidance—to non-student youth in the locality most of whom would have been its past students ; and
- (3) To develop programmes of adult education, especially liquidation of adult illiteracy.

25. Obviously, it will not be possible to develop programmes of this type in all educational institutions or localities at once. A beginning should, therefore, be made in a few selected localities or institutions where the necessary leadership and atmosphere is available and the programme should be gradually extended to other institutions. From the long term point of view, this is a very important programme to be included in the district plans.

26. In programmes of this type, it is necessary to maintain quality so that the programmes are likely to defeat their own objectives. What is, therefore important is that a beginning, however small, should be made in this direction as early as possible in a few selected centres and the programme should be expanded as experience is gained and larger resources become available, always taking care to see that the quality of the programme is not allowed to suffer.

IX

VOCATIONAL EDUCATION AND EMPLOYMENT

27. District plans have a great potential to conduct useful experimental work in relating education meaningfully to employment. On the basis of the development programmes prepared for the districts, it is possible to make

some estimate of the categories and the numbers of the trained personnel required for the developmental programmes under implementation. On this basis, it should then be possible to plan the content of the vocational courses, the organisation of vocational education in institutions and/or industries' agriculture and their location. It may not, therefore, be possible to tackle this aspect of district planning in every district. The first experiment in this direction has been undertaken by the Government of Maharashtra in the Osmanabad District, the detailed literature on which is available. It may be worthwhile to select one or two districts in every State and to develop similar programmes in them. The extension of these programmes to other districts may be taken up in the light of the experience gained in these pilot projects.

X

DEVELOPMENT OF NEW PROGRAMMES

28. Yet another aspect of planning of education at the district level is to introduce an element of experimentation in the educational system and to try out new ideas. One of the major weaknesses of the existing educational system is its rigidity and uniformity which arises mostly from centralised administration operated from the State level. If the element of elasticity and dynamism is to be introduced, the centre of gravity in administration will have to be shifted to district level. The District Officer should encourage initiative, freedom and experimentation on the part of the schools, try to cross fertilize experience by bringing the good work done in an educational institution to the notice of others and facilitate the generation of new ideas. He may also undertake experimentation in improvement of supervision and in organising programmes for professional advancement of teachers. In short, it should be regarded as a responsibility of the District Officer to emphasize those programmes of qualitative improvement which require human effort rather than investment in monetary and physical terms and strive, through better utilisation of existing facilities, improved techniques of planning and deeper involvement of the teachers, students and local community to improve the standards in education to the best extent possible at any given level of the inputs of physical and monetary investment. A proper orientation of all inspecting officers, headmasters and teachers from the point of view of these programmes and a sustained attempt to initiate, implement and periodically evaluate this programme should be regarded as a very important part of all district plans.

XI

SOME SPECIAL PROBLEMS

29. An important question relates to items which are usually dealt with in state plans : What is the precise role of the district plans in this field ?

30. There is obvious need for a continuous interplay between the state, district and institutional plans. The state plan should, in the first instance, give broad indications for the formulation of the district plans as the district plans should give the broad indications for the formulation of the institutional plans. But when the institutional plans are actually framed they may modify, to some extent, the original outlines indicated at the district level; and the district plans, when actually formulated, may also indicate some modifications of the original guidelines given from the state level. This continuous inter-play, the travelling of ideas up and down between the state to the institutional levels, is an important feature of the planning process; and the success of the whole programme will largely depend upon its elasticity and dynamism.

31. The problem can be clarified with reference to one item, say, additional enrolment. For instance, the first exercise in determining the additional enrolment likely to be made at any given stage in the plan period, the policy to be adopted in this regard (*e.g.*, go slow, special drives, status quo, etc.), the financial or other provisions needed to meet it should first be decided, on a tentative basis, at the State level and some guide-lines on the subject should be developed. It is essential to carry out this exercise at the state level because the programme has large financial implications which can only be met by the State. But once this tentative outline is ready, it can be sent to the districts which can discuss it with the institutions and offer their suggestions regarding practicability and suitability of these proposals and their application to their own area. In the light of these comments, the State level authorities can take a final decision which can then be implemented by the districts and institutions after making, within the limits permitted, such changes as may be necessary to adopt the proposals to their own special conditions (*e.g.*, in some areas of high enrolments, one may go slow. While, at the same time, special measures will have to be taken in areas where they are low).

32. All matters included in educational plans will be subject to such interplay between state, district and institutional levels to some extent at least. But in matters discussed earlier as falling within the scope of the

district plans, the State level authorities will be broadly concerned with general policies while detailed planning and implementation will be left to the district and institutional levels. On the other hand, in matters essentially falling within the scope of the state level plans, the basic decisions will be taken at the state level and the district and institutional plans will programme the decisions in the light of local conditions and implement them.

33. By and large, the scope of the State level plans will include:-

- (1) Additional enrolments;
- (2) Opening of new institutions;
- (3) Major modifications in curricula and courses;
- (4) Organisation of major programmes of teacher education;
- (5) Restructuring educational administration;
- (6) All programmes beyond school education; and
- (7) Generally, all major programmes of educational reconstruction and all questions of policy.

In each of these matters, the district plans have a supplementary role to play. For instance, with regard to the first two of these, viz., the opening of new institutions and additional enrolments, the district authorities, through their plans, can do the following amongst others :—

- (1) They can keep a watch on over-sized classes and make an attempt to reduce their numbers as soon as practicable;
- (2) They can also keep an equally careful watch on under-sized classes and see that enrolments are increased in such classes with a view to better utilisation of existing facilities;
- (3) They can focus attention on improving the enrolment of girls and of children from the Scheduled Castes, Scheduled Tribes and weaker sections of the community like landless agricultural labourers.

Since provision of equality of educational opportunities is a major objective of educational planning, it is hardly necessary to emphasize the importance of these aspects of the problem.

34. Similar suggestions can be made for other programmes as well. What is essential to remember is that, in matters falling within the scope of the state plans, the responsibility of the district and institutional plans is to improve programming, assist in economical and effective use of resources available and improve implementation.

XII

SCHOOL COMPLEXES AND INSTITUTIONAL PLANS

35. In order to achieve the best results in educational development through the adoption of a decentralised system of planning, the Education Commission has recommended the adoption of the system of the 'school complexes'. Under this programme, a secondary school is taken as a centre and a school complex is formed with this school and all the primary schools within its neighbourhood. Similarly a college may be taken as a centre and a complex at a higher level may be formed with this institution and the secondary schools in its neighbourhood. Such complexes enable teachers at all levels to come together and to help one another in raising standards. It should, therefore, be an integral part of the district plans to decide upon the school complexes which the district will ultimately have. Not all complexes need be started immediately, a beginning may be made with a few complexes where the necessary leadership is available and the programme extended to other complexes as experience and resources become available. A summary of the recommendations of the Education Commission on this subject is given in the Annexure I for convenience of reference.

36. Just as a State plan is supported by district plans, the district plan itself would be supported, in its turn, by institutional plans. It should therefore, be an important and integral programme of the district plans to promote the formulation and implementation of institutional plans. This subject however is dealt with in a separate brochure.

XIII

INVOLVEMENT OF TEACHERS

37. It is necessary to involve teachers of all categories intimately and effectively in the formulation and implementation of institutional and district plans. The greater their involvement, the better are the chances of success. Appropriate techniques for such involvement will, therefore, have to be devised. This may vary, to some extent, from district to district to suit local conditions.

XIV

EVALUATION

38. It is necessary to provide for evaluation of district educational plans from time to time. There should be a system under which the progress made

in the implementation of the district plans should be reviewed annually in consultation with the representatives of the public, at the block and district levels. There should also be reviews by professional organisations of teachers, by groups of headmasters and by departmental officers in the district. On the basis of these reviews, a comprehensive review should be prepared by the District Officer. Modifications in the plans as indicated by these reviews from time to time should also be carried out.

ANNEXURE A

THE SCHOOL COMPLEX

2.50. *The School Complex* : What was stated above for the relationship between universities, colleges and secondary schools, could be easily extended further to secondary and primary schools. There are about 26,000 secondary schools at the beginning of the Fourth Plan and about 14,000 of these are in rural areas. In addition, the rural areas have about 65,000 higher primary schools and about 3,60,000 lower primary schools. In other words, in a rural area having a radius of five to ten miles, there will be about one secondary school, five higher primary schools and 28 lower primary schools. The total number of teachers may be about 80 to 100. This is a fairly small and manageable group which can function in a face-to-face relationship within easily accessible distance. It has also a great potential for planning and guidance, since there will be at least five or six trained graduates in the group. Moreover, it is possible to provide new aids like a projector, a good library, a good laboratory in each secondary school as a unit and make them functionally available to all the schools in the area. This group built round a secondary school should, in our opinion, be adopted as the minimum viable unit of educational reform and developed accordingly,

2.51. The linking of secondary and primary schools under this programme can be done in two tiers. In the first tier, each higher primary school should be integrally related to the eight to ten lower primary schools that exist in its neighbourhood so that they form one 'complex' of educational facilities. The headmaster of the higher primary school should provide an extension service to the lower primary schools in his charge, and it will be his responsibility to see that they function properly. For this purpose, there would be a committee under his chairmanship (of which the headmaster of every lower primary school in his area would be a member) which would be responsible for planning and developing all the schools as a single 'complex'. The second tier would be a committee under the chairmanship of the headmaster of the secondary school (all headmasters of the higher and lower primary schools in the area being members) which will plan the work and give guidance to all the schools in the area in the light of which each higher primary school complex (with its associated lower primary schools)

would carry on its work. This group of schools and teachers can be given a good deal of freedom to develop their own programmes, subject to general guidance of the inspecting staff. It should also be requested to coordinate its work with the local committee and to derive as much help from this source as possible.

2.52. Such an organization will have several advantages in helping to promote educational advance. It will break the terrible isolation under which each school functions at present. It will enable a small group of schools working in a neighbourhood to make a co-operative effort to improve standards. It will enable the Education Department to devolve authority with comparatively less fear of its being misused and provide the necessary stock of talent at the functional level to make use of this freedom.

10.39. *The School Complex* : The idea of the school complex or the manner in which a high school, about three or four higher primary schools and 10 to 20 lower primary schools in the neighbourhood would be integrally linked together, has been described earlier. We shall now proceed to discuss how the school complexes should function as a part of the new supervision we are proposing. As explained earlier, the objectives of introducing the school complex will be two : to break the isolation of schools and help them to function in small, face-to-face, cooperative groups; and to make a delegation of authority from the Department possible. As we visualize the picture, the District Educational Officer will be mainly in touch with each school complex and as far as possible, deal with each school complex and as far as possible, deal with it as a unit. The complex itself will perform certain delegated tasks which would otherwise have been performed by the inspecting officers of the Department, and deal with the individual schools within it. Under this programme, the schools will gain in strength, will be able to exercise greater freedom and will help in making the system more elastic and dynamic. The Department will also gain—it will be able to concentrate its attention on major essentials and can afford to have fewer officers but at a higher level of competence.

10.40. How will the school complex function ? If the system is to be effective, adequate powers and responsibilities will have to be delegated to the complex. These may include the following :

- (1) The school complex may be used as a unit for the introduction of better methods of evaluation and for regulating the promotion of children from class to class or from one level of school to another.

- (2) As stated earlier, it is possible to provide certain facilities and equipment, which cannot be provided separately to each school, jointly for all the schools in a complex. This will include a projector with portable generator which can go round from school to school. Similarly, the central high school may have a good laboratory and students from the primary schools in the complex may be brought to it during the vacation or holidays for practical work or demonstration. The central high school may maintain a circulating library from which books could be sent out to schools in the neighbourhood. The facilities of special teachers could also be shared. For instance, it is not possible to appoint separate teachers for physical education or for art work in primary schools. But such teachers are appointed on the staff of secondary schools; and it should be possible, by a carefully planned arrangement, to make use of their services to guide the teachers in primary schools and also to spend some time with their students.
- (3) The in-service education of teachers in general, and the upgrading of the less qualified teachers in particular, should be an important responsibility of the school complex. For this purpose it should maintain a central circulating library for the use of teachers. It should arrange periodical meetings of all the teachers in the complex, say, once a month, where discussions on school problems could be had, some talks or film shows arranged, or some demonstration lessons given. During the vacations, even short special courses can be organized for groups of teachers.
- (4) Each school should be ordinarily expected to plan its work in sufficient detail for the ensuing academic year. Such planning could preferably be done by the headmasters of the schools within the complex. They should meet together and decide on broad principles of development in the light of which each individual school can plan its own programme.
- (5) It is very difficult to provide leave substitutes for teachers in primary schools, because the size of each school is so small that no leave reserve teacher can be appointed. This becomes particularly difficult in single-teacher schools where, if the teacher is on leave, the school has to remain closed. In the school complex concept, it will be possible to attach one or two leave reserve teachers to the central secondary school; and they can be sent to schools within the complex as and when the need arises.

- (6) Selected school complexes can be used for trying out and evaluating new textbooks, teachers' guides and teaching aids.
- (7) The school complex may also be authorised to modify, within prescribed limits, and subject to the approval of the District Educational Officer, the usual prescribed curricula and syllabuses.

10.41. It is obvious that this idea of the school complex will have to be preceded by the careful preparation and orientation of teachers. We recommend that the scheme should be first introduced in a few selected districts in each State as a pilot project. When a district is selected for the purpose, the necessary literature regarding the scheme should be prepared in the regional languages and distributed to all the schools and teachers in the district as the first step in the programme. The plan should then be discussed in all its details in group meetings of all teachers and headmasters within the district—these can be conveniently arranged by each inspecting officer for his own beat. In the light of the discussions, the plan may be modified and a final decision taken. Secondly, not all powers should be conferred on each school complex within the district simultaneously. A minimum of powers should be conferred to begin with. Where good work is shown—as will be done in many complexes—additional powers may be delegated. On the other hand, if for some reason or the other the complex does not function properly—and some are bound to create difficulties—it may even be desirable and necessary to withdraw the powers. Given proper leadership on the part of the District Education Officer and his staff and persistent effort, the scheme is bound to succeed.

10.42. The great advantages of the school complex are obvious. But like all human things, it has its dangers also. If the dominant headmasters in any unit happen to be thorough-going educational conservatives, the imaginative classroom teacher may find himself less able to experiment under the system of school complex than he is at present. This is a risk that must be run. It will be for the District Educational Officer (if he is not also a thorough-going conservative) to throw his influence in favour of a more liberal policy. It must also be remembered that the kinds of group reform that will get the blessing and support of a committee of headmasters will tend to be more stale and conservative than those that might be generated by an adventurous individual or single school. The Education Department must, therefore, make it amply clear that the purpose of the school complex scheme is not just to encourage a unit to experiment *en bloc* but also to foster individual experimentation within the unit.

10.43. It is also necessary to note that the proposal involves additional expenditure. For instance, we expect the headmasters and teachers of the high schools to visit the higher primary schools in the neighbourhood on an average, say, of once a month, and some lower primary schools in the same manner. We also expect that similar visits would be paid by the headmasters of the higher primary schools to the lower primary schools in the neighbourhood. Some payment will have to be made on this account. The programmes of in-service education we have suggested will also involve expenditure. If the students of the primary schools are to be taught science in the high school laboratory during vacations, some payment will have to be made to the teachers concerned. But the scale of this expenditure will not be large and it will yield good results.

(Extracts from the *Report of the Education Commission*, Paras 2.50 to 2.52 and 10.39 to 10.43)

ANNEXURE B

THE ROLE OF TEACHERS IN EDUCATIONAL PLANNING AND DEVELOPMENT

We now have experience of three Five-Year Plans and three Annual Plans. From the point of view of teachers, it may be said that they have never been actively involved so far in the formulation and implementation of any of these plans. All the plans of these eighteen years were prepared at the state and national levels so that the agencies primarily involved in their preparation and implementation were the Planning Commission, the Ministry of Education, the Education Departments in the Secretariats of the State Governments and the Directorates of Education in the States. It is true that the universities have been preparing their own plans under the general guidance and assistance of the University Grants Commission. But barring this solitary exception, no educational institutions or their teachers were ever intimately associated with the formulation and implementation of plans. The average college, for instance, has hardly been involved in the process. The secondary and primary schools were not involved at all and were even ignorant of the main programmes taken up in the plans. Since the education process takes place in the classrooms, a truly effective educational plan cannot be prepared without the active involvement of teachers and cannot be implemented without their full and enthusiastic cooperation. It may therefore be said that this non-involvement of teachers in the preparation and implementation of educational plans is one of the major weaknesses in our system and unless it is effectively remedied, it will not be possible to promote the development of education in a big way.

The principle that teachers should be actively involved in the formulation and implementation of education plans is unexceptionable and is accepted by all concerned. But its implementation in practice is held up on four main grounds. The first is that Government has never been keen to involve teachers effectively in educational planning and development. In fact, it has not even shown an awareness of the problem and its significance. Secondly, we have not yet been able to visualise and create the institutional machinery which will enable all teachers to effectively participate in the formulation and implementation of educational plans. Thirdly, there are several divisions in the ranks of the teachers which weaken the profession and diminish its capacity for active participation in this programme; and lastly, which the teachers themselves have shown, a general unconcern in

problems of educational planning and development and have failed to develop the necessary expertise and leadership. All these four weaknesses will have to be overcome if teachers are to assume leadership in educational planning and development and thereby benefit education as well as improve their own status.

The basic assumption made here is that both Government and teachers realise the significance of intimate and effective involvement of the academic community in programmes of educational planning and development and are keen to secure it. If this joint realisation and keenness does not exist, we have neither horse nor water. But supposing that both horse and water exist, how can we take the horse to water and make it drink? It is this question to which I propose to give some tentative answers.

II

THE ADOPTION OF A BROAD-BASED AND DECENTRALISED PLANNING PROCESS

The present system of educational planning is top heavy and resembles an inverted pyramid because most of the planning is done at the national and state levels only. It is necessary to decentralise and broad-base this planning process by the preparation of plans at two other levels—district and institution. The best results can be obtained only if an integrated process of planning at these four levels is evolved and planning descends from the top as well as arises from below.

I. Institutional planning : The base of this new planning process will be provided by institutional plans. I refuse to believe that one institution can be just like any other. On the other hand, I think that each educational institution should have a unique personality of its own—like every individual student. The administrative system should therefore be such that each institution will be encouraged and assisted to plan its own individual development on the best lines possible. Such institutional plans will have several advantages. They emphasise programmes of qualitative improvement and, as these will have to be increasingly emphasised in the years ahead, institutional plans will have to be an inescapable component of the planning process of the future. They will make it possible to involve, not only teachers, but also parents and even students effectively in the planning process; and what is more important, they will provide adequate scope for initiative, creativity, freedom and experi-

mentation by teachers. They will also emphasise human effort rather than expenditure-orientation which our plans have acquired in the past.

II. *District, State and National Plans* : It is time that in the preparation and implementation of the institutional plans, the leadership will mainly vest in the teachers themselves, and other authorities will play an assisting role. But in preparing and implementing plans at the district, state and national levels, the appropriate authorities will have to take the lead. For instance, the Zilla Parishads or the District School Boards recommended by the Education Commission will be responsible for preparation and implementation of district educational plans. Similarly, the state plans in education will be prepared and implemented by the State Governments and the State Education Departments while the national plans will be the responsibility of the Government of India and the Ministry of Education. But it is necessary to take adequate steps to ensure that the teachers are effectively associated in the preparation and implementation of education plans at these levels also. From this point of view, the following suggestions are put forward :—

- (1) The authorities responsible for preparation and implementation of district development plans in education should constitute Advisory Board Councils of Teachers on which all organisations of teachers functioning within the district will be represented. These councils should be consulted on all matters relating to planning and development of education.
- (2) Similarly, at the state level, the State Government should constitute Joint Teachers' Councils consisting of the representatives of all the different organisations of teachers working in the State. These should be consulted on all matters relating to the salaries, conditions of work and service of teachers as well as on all matters relating to the planning and development of education.
- (3) The Ministry of Education, in its turn, should constitute a National Council of Teachers consisting of representatives of all teachers' organisations functioning at the national level. Its functions should be similar to those of the Joint Teachers' Councils established at the state level and they should be effectively involved in preparation and implementation of educational plans.

III

A UNITED TEACHERS COMMUNITY

If the system of institutional planning is adopted as the foundation of the planning process and if the institutional machinery for consultation with teachers in planning and development of education is created at the district, state and national levels on the lines indicated in the preceding section, the teaching community as a whole will be effectively involved in the preparation and implementation of educational plans. These proposals have been based essentially on the recommendations made by the Education Commission; and it is hoped that these will soon be accepted by all the concerned authorities.

The next important question which arises in this regard is whether the teaching community is at present in a position to assume the new responsibility. I have no doubts on this point. But I feel that the competence of the teaching community to assume this responsibility is considerably reduced by divisions within its ranks. The university teachers stand apart as a class by themselves. The headmasters of secondary schools form another group and the teachers of secondary schools also have separate organisations of their own. The primary teachers is again a separate group. There is at present very little inter-communication between these different groups and there are very few opportunities wherein they can work together for common ends and build up closer links between themselves. What is needed therefore is a programme or programmes which will help the teaching community to close up its ranks and to become a united teaching profession. This will immensely increase its authority and capacity to assist in the preparation and implementation of educational plans. In fact, if I were asked to name the most important single task to which the Indian teachers should address themselves at this stage, I will say, with a slight variation of the Marxist manifesto : "Teachers of all Categories ! Unite".

How can we create a unified teaching community in India ? This will essentially need two main programmes :

- (1) *Changing of attitudes* : The first is to bring about a change in attitude which are often coloured by the relics of the old colonial tradition or by the caste system as reflected in education. The university teachers often behave as a superior class, the Brahmins of the profession, as it were. Even between them, they are further divided into different groups or sub-castes such as university teachers, college teachers, teachers in government colleges (who are

themselves divided into groups like Class I, Class II, or non-gazetted), etc. The secondary teachers form a middle group, the Kshatriyas or Vaishyas of the profession. They generally regard themselves as superior to and keep themselves aloof from the primary teachers, while the college teachers towards whose status they aspire keep them at the similar respectable distance. The primary teachers, who are the largest group, form the Sudras of the system and are often treated as such in all respects. It is obvious that in the India of tomorrow which aspires to create a new social order based on justice, liberty, equality and the dignity of the individual, there is no place for such traditional and obsolete attitudes. All teachers belong to one community and are essentially equal and this feeling of brotherhood will have to be deliberately cultivated by all.

- (2) *Institutional set-up* : Changes in attitudes are difficult to be brought about or maintained over a period of time unless they are supported by appropriate institutional structures. If teachers of all categories are to cultivate a feeling of brotherhood, opportunities will have to be provided to them, through institutional structures of the proper type, to work with one another in common tasks and thereby to come to know and respect each other. In this context, it is interesting to note that the same structural organisation which has been recommended above for creating a broad-based system of educational planning will also achieve the result of unifying the teaching profession. For instance, the system of school-complexes will provide opportunities for secondary school teachers to work with primary school teachers and for university and college teachers to work with secondary school teachers. Similarly, the establishment of District Teachers Councils, Joint Teachers' Council at the State level, or the National Teachers Council at the all India level, on which organisations of teachers of all categories will be represented, will be another important means of enabling teachers of all categories to work together for common ends. The same objective can also be attained by establishing Subject Teachers Associations. These will no doubt stimulate initiative and experimentation and assist in the revision and upgrading of curricula through the provision of better teaching materials and the use of improved techniques of teaching and evaluation. But this will also have the additional advantage of bringing together, on a common platform, teachers of all stages from pre-primary to the post-graduate.

Such associations should be formed at the district, state and national levels.

The Education Commission has recommended that universities should be involved intensively in programmes of improving school education through research, improvement of curricula, discovery of new methods of teaching and evaluation, training of teachers, discovery and development of talent and preparation of textbooks and other teaching and learning materials. This programme will provide opportunities to university teachers to work in close collaboration with teachers at all other levels.

IV

DEVELOPING ADEQUATE COMPETENCE FOR FORMULATION AND IMPLEMENTATION OF EDUCATIONAL PLANS

While this unity of teaching profession is a valuable strength which the teachers should cultivate to enable them to provide leadership in educational planning and development, it is not enough to meet the challenge of the situation. The teachers have to develop both interest and competence in the programme. It is unfortunate that teachers have so far neglected this important subject and not much interest has been evinced by the teachers' organisations in the three Five Year Plans and in the three Annual Plans. They have not even criticised them either in depth or in a comprehensive manner while what is expected of them is not mere criticism but, if necessary, even the formulation of an alternative plan which the public can compare with the official plan and judge for itself. It is obvious that this apathy will have to be abandoned, the sooner the better, and that teachers will have to show, as I stated earlier, much greater interest in educational planning and development than what they have done so far.

Similarly, the teachers will have to develop the necessary competence in educational planning, both individually and through their organisations. It is true that this competence will grow as the decentralised programme described in the preceding section is evolved and teachers are actually involved intensively in the formulation and implementation of educational plans. But some formal and institutional attempts to the same end are also needed. For instance, the subject of educational planning and the problems of Indian education should find a place in the curricula of all training institutions at all levels. The teacher educators should be properly prepared for developing these programmes in their institutions at all levels and the necessary literature on the subject should be prepared in all the modern Indian

languages. There should be at least a few centres where advanced level courses in educational planning will be provided at the post-graduate stage ; moreover, the teachers' organisations should set up working groups to study the subject and to educate the teaching community on all its aspects. As in Western countries, the teachers organisations should conduct research and bring out publications and journals on educational planning and such efforts should receive encouragement and assistance from the State.

V

SUMMING-UP

The main thesis that I have tried to put forward in this address is that it is necessary to involve teachers effectively in the formulation and implementation of educational plans if we have to achieve better success in educational development than what has been possible in the last eighteen years and especially if the programme of qualitative improvement of education are to be increasingly emphasised. I further stated that, in order to involve teachers in these programmes, it is necessary to adopt a decentralised and broad-based planning process which would include planning at the institutional, district, state and national levels, and to create appropriate teachers' organisations at the district, state and national levels for consultation on all matters of educational development. I further emphasised that the capacity of the teachers to assume these responsibilities in the formulation and implementation of educational plans will be considerably increased if the teachers close up their ranks and become a united community, if they take deeper and more sustained interest in problems of educational development and if they also strive to develop the expertise needed for the purpose.

I will now close on a note of appeal. The participation of teachers in the formulation and implementation of educational plans can yield rich dividends, especially in programmes of qualitative improvement. Several of these programmes such as improvement of textbooks, adoption of better methods of teaching and evaluation, intensive utilisation of available facilities, maintaining contact with the community, individual guidance to students, inculcation of social and moral values, etc. do not need much investment in physical or monetary terms. But their success depends essentially upon the competence of teachers, their sense of dedication and their identification with the interests of the students committed to their care. But unless we make every effort to cultivate these skills and values, we shall not

be able to participate effectively in educational planning and to discharge our responsibilities to education and society. As Dr. D.R. Gadgil observes :

"Qualitative improvement in education whether we look upon it as a matter of better textbooks, improved teaching methods, or examination reform depends to some extent on additional resources properly employed but to a larger extent on the ability and sincerity of teachers. Even where the teacher-student ratio, for example, may not be unfavourable, without special effort on the part of teachers, teaching methods cannot improve or the student enthused or self-disciplined. Experiments such as with internal assessment by institutions for even part of the examination have everywhere emphasised the same aspects and brought about the same deficiencies. It is not so much the resources as objectivity and a certain professional rectitude on the part of teachers and heads of institutions that seem to be required most in this behalf. Whereas, therefore, I would emphasise the need to attain a proper teacher-student ratio and to maintain minimum standards of accommodation and equipment, I would like to emphasise at least equally the importance of general acceptance of certain academic values and professional standards by the body of teachers at all stages of education—elementary, secondary and collegiate."

(From the Address given by Sri J.P. Naik to the Conference of Education Secretaries of States and Union Territories held at New Delhi on March 18-20, 1968)

PUBLICATIONS UNDER THE INDIAN PROGRAMME

1. Educational Planning in a District *by J. P. Naik*
2. Institutional Planning *by J. P. Naik*
3. School Improvement Projects and Community Support
 by N. D. Sundaravadivelu
4. Programmes of Educational Improvement
 at the District Level *by M. V. Rajagopal*